

Ten Principles for Urban Regeneration

Making Shanghai a Better City



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- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
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- High-quality programs enhance the integrity of the Institute.
- Substantial interdisciplinary membership is engaged throughout the region.

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INTRODUCTION

Urban Regeneration in Shanghai

Shanghai is a dynamic city, filled with current opportunity and future potential. As China's economic hub and an international financial, trade, and shipping center, the city has undergone rapid urbanization over the past twenty years and is now well on its way to becoming a global city. New metros and museums, office towers and performance centers, high-tech enclaves and fashion design shops join together to make a place that both residents and visitors admire. Shanghai's iconic buildings - including skyscrapers in the Lujiazui Finance and Trade Zone, the historical Bund along the Huangpu River, and the repurposed Xintiandi in the former French Concession - symbolize its economic and cultural revival.

Yet Shanghai is not comfortable resting on its reputation - nor should it be. A true global city only gets better over time. The city officially recognized this in its motto for Expo 2010 Shanghai China, "Better city, better life." Betterment should be the goal of any urban center: better transportation, housing, schools, infrastructure, parks, hospitals, street life, services, opportunities, and so much more. And as the Expo motto expresses, betterment should be focused on the lives of a city's people.

[Urban regeneration] is the tool that cities use to challenge their deficiencies, correct their missteps, and remake themselves. Through urban regeneration, a city can more fully live up to its potential.

Urban regeneration - defined for this publication as the process of improving an existing urban area in order to upgrade its physical, functional, economic, social, and environmental situation - has self-betterment in mind. It is the tool that cities use to challenge their deficiencies, correct their missteps, and remake themselves. Through urban regeneration, a city can more fully live up to its potential.

Urban Land Institute (ULI) Mainland China convened in Shanghai in March 2014 to conduct a two-day workshop on urban regeneration. Approximately sixty people from a wide array of disciplines participated, lending their voices to the important discussion. This publication summarizes the breadth of ideas that were presented at this workshop and is also informed by a February 2014 seminar in Shanghai, a ULI Hong Kong seminar on the urban regeneration of Kowloon, additional research from ULI members and institutions, and exchanges among domestic and overseas professionals, investors, developers, scholars, government officials, and members of ULI's North America Urban Revitalization Council.

Some may question why a city like Shanghai - which only began its large-scale urbanization in the 1990s and is still undergoing rapid growth - needs to be concerned about regeneration. But

regeneration is an issue not only for the city's older districts but also for its newer areas. Not all of Shanghai's development is permanent; for example, a recent study suggests that 40% of housing built in China before 2000 will be replaced in the next 10 -15 years.¹ Beyond this, as any city grows, its needs - like those of any living thing - necessarily change. The manufacturing industries that once fueled Shanghai's economy are now not as important as the city's financial and service sectors. For many areas of the city, the relocation of factories to other provinces and the expansion of metro lines and road systems have substantially changed the highest and best use of land. Even recently constructed developments might find that they cannot keep up with the city's evolving priorities and residents' elevated aspirations for more comfortable and healthy lifestyles. Regeneration can also be used to correct past mistakes. And so in Shanghai, urban regeneration is a constant process.

Shanghai Yesterday and Today

A brief history of Shanghai and an assessment of its current status will help in understanding its course for urban regeneration. Shanghai was an ancient fishing village, and it started to become a city less than two centuries ago as an international trading center. By the early 1900s it was one of the largest and most prosperous cities in Asia. After a long decline and stagnation, Shanghai began its revival in the 1990s with Deng Xiaoping's vision for the city as the financial and economic center of modern China. The city is split into two main parts, each on one side of the Huangpu River. Puxi, west of the river, is the older part of town, home of the original walled city and site of the foreign concessions that arrived in the late nineteenth century. Pudong, east of the river, is the new district of development led by the international financial center at Lujiazui.



The emblematic images of these districts - the Bund (a curving line of concession-era buildings) and the Lujiazui skyline (a collection of skyscrapers including three supertall towers) face off across the Huangpu. These facades suggest the differing characters of their districts. For the most part central Puxi continues to follow the street plan of its nineteenth- and early twentieth-century expansion, while the suburbs of Puxi and much of Pudong follow a more car-oriented design of wide streets and big blocks. This planning has brought some criticism - streets are too wide, and superblocks are not scaled to humans. Regardless, the city continues to develop quickly. The pace of China's urbanization is unlike any other in history, and the scale of that change is especially notable in the megacity of Shanghai.

Shanghai's particular economic, cultural, governmental, and demographic characteristics call for special consideration. Urbanization has brought prosperity to Shanghai. In 2012, its urban residents had the highest average disposable

income in the country, and it was four times that of ten years earlier.² Shanghai's population is over 24 million and has grown by roughly 630,000 people each year over the past decade, buoyed by a large "floating population" of migrant workers.³ This large population is critical. Urban planning models that work well in other cities might not work well here. Numbers cannot simply be multiplied to meet Shanghai's density. An entirely new way of thinking is in order.

Housing Shanghai's immense and diverse population remains an important issue. The city continues to expand outward to accommodate the housing needs of its growth. The commuting distance between the city center where many jobs are located and the places where workers can afford to live continues to get longer. Metro lines are becoming overcrowded and roads increasingly congested. Both the people who have been relocated to the outskirts of Shanghai and those who have chosen to live there feel the effects of this distance. The urban poor too often get transplanted far from their original

neighborhoods and their jobs as a result of urban redevelopment efforts. Neighbors who used to form strong support networks often get scattered to different parts of the city. For the growing middle class, living in the less densely populated suburbs in order to enjoy a certain lifestyle means that car ownership - and with it the increasing expense of gasoline and other attendant costs - is almost inevitable.

Aspirations for Shanghai

The current state of Shanghai, of course, is not immutable, and its residents seek a better city. Shanghai's residents have the same aspirations as those of most people - to feel comfortable, safe, and connected in their city. They want good health care and education. They want their city to be affordable, efficient, clean, and accessible. And they want it to be interesting, with diverse and available choices in entertainment, culture, shopping, and dining. Shanghai residents also want their city to be walkable, to be designed for them rather than for cars. They want more open spaces and green parks where they can have

greater social interaction. They aim to have pride not only in their great city but also in their own community.

Attaining these aspirations is a challenging undertaking. Time is often not on the side of development; the economics of building in Shanghai necessitate quick-turnarounds at the expense of more thoughtful, research-based planning. Despite rapid changes to the city, its planning codes are rather inflexible to adapt to these changes. Various departments involved in urban regeneration projects are not sufficiently well coordinated, which impacts adversely on both the planning and execution processes. The speed of growth in the city means that designing transportation networks for its future capacity is difficult. Current planning ideas still favor zoning districts by single function, making it difficult to create vibrant mixed-use environments. Experienced property management is limited. Public involvement in the city's planning process is low, resulting in plans that fall short of meeting people's needs and aspirations. The great social



The speed of growth in the city means that designing transportation networks for its future capacity is difficult. Current planning ideas still favor zoning districts by single function, making it difficult to create vibrant mixed-use environments.

disparity between Shanghai's richest and poorest residents and the fact that its large migrant worker population has limited access to education, healthcare, and housing also impact adversely on its urban health.

These challenges are not insurmountable. Shanghai has the people and the energy to achieve its aspirations despite current challenges. Regenerating the city allows new solutions to counter existing problems. For example, Pudong's congested and car-focused streets could be redesigned to incorporate bus, bicycle, and pedestrian lanes. The underuse of business- or industrial-only developments that are empty after work hours can be revitalized with mixed-use redevelopment. The inaccessibility of home ownership to many Shanghai residents can be reversed through zoning, financing, and

innovative asset management structures, while the development of for-rent residential property to house the young and mobile population can be encouraged, especially around public transportation nodes. The demolition of Shanghai's historic architecture can be countered with careful maintenance of those cultural heritage sites that remain. The mistakes of fast-paced development for short-term gains can be avoided by working toward well-thought, long-term solutions.

Planning for Shanghai's Future

The city's planners are well aware of the issues. At the 6th Shanghai Urban Planning Affairs Meeting held on May 6, 2014, the Shanghai government announced its commitment to addressing its challenges.⁴ "We must predict the problems the city might encounter in the future," said Shanghai Party Secretary Han

Zheng. "The focus must be on sustainability so that we leave the next generation with space for further development."⁵ The meeting addressed the current Shanghai Urban Master Plan (1999–2020), now in its fifteenth year, and initiated preparations for the 2020–2040 plan.

Three of the major issues discussed at the meeting were accurately assessing the size and make-up of Shanghai's population, coordinating land use for future development, and creating sustainable development that considers the city's environment and its ecological constraints.⁶ Specific proposals target a broad range of redevelopment considerations. There should be a change from economy-oriented, outward-expanding, top-down planning to people-oriented, organic development. The city should focus on developing its suburban areas, which will help reduce population density in its center. Land use should be made more effective by decreasing the amount of industrial land and increasing allocations for public green space

and services. Transportation should be more efficient, convenient, safe, comfortable, and low carbon, and it should be considered within the network of the entire Yangtze River Delta region. Shanghai should allow for more equitable reform and development so that more people in the city can enjoy a better quality of life. The land-management system should protect and conserve farmland and ensure food safety. And for the first time, the current urban planning exercise emphasizes public involvement.

With these initiatives in mind, this publication is timely, as it addresses the aspirations and challenges of urban regeneration in Shanghai and offers possible solutions, prioritized in its ten principles. While these principles focus on the particular needs of Shanghai, they offer propositions and references for cities of any size, age, and place. As all urban environments are mutable, they need to be managed strategically. A small amount of effort now can lead to a wealth of rewards in the future, and to a truly better city and better life.



Shanghai Party Secretary Han Zheng: "The focus must be on sustainability so that we leave the next generation with space for further development."

Ten Principles of Urban Regeneration

1. Establish a Long-Term Vision
2. Design for People
3. Conserve Cultural Heritage
4. Create Integrated Networks
5. Optimize Land Use
6. Vitalize Public Space
7. Foster Collaboration
8. Build Healthy and Sustainable Communities
9. Integrate Economic Development
10. Promote Diversity - and Make It Beautiful!



Xujiahui Park, Shanghai

01



Establish a Long-Term Vision

Corporate Avenue, Xintiandi, Shanghai

Twenty years after Shanghai expressed its vision to become the financial and economic center of modern China, the city has unquestionably achieved that goal. The same long-term vision that catapulted Shanghai into the ranks of top global cities is needed for the city's urban regeneration.

Maintaining a long-term vision for urban regeneration takes effort. It is tempting to look at an underutilized site and to take actions to improve it as quickly as possible. Empty buildings and vacant lots seem to call for immediate action. But in remaking any site, one needs to balance both short- and long-term interests. Of course the site needs prompt action to ensure that its infrastructure is safe, its waste-removal system in place, its threat from fire is minimized, and a host of other concerns. But addressing these quickly should not inhibit the future development of the area. Band-Aid solutions for now should not adversely affect long-term solutions for the future. Too often a focus on the short term leads to solutions that are inefficient, wasteful, and indeed damaging to the fabric of lives that are disrupted

by the pattern of building and rebuilding. With roughly 20% of total new construction in China represented by rebuilding, clearly actions need to be carefully considered.⁷

To manage both short- and long-term goals, decision makers need to act strategically rather than transactionally. They need to create a vision that reacts to primary needs but, as importantly, allows for future requirements and aspirations. In making their plans, they need to consider many essential questions, beyond issues of construction costs and zoning requirements. How will new development better the area? How can it create jobs? How will it offer opportunities for cultural enrichment and exchange? How will it be sustainable over the long term? One example of solid long-term planning is Singapore's efficient land use, which began in the 1960s in the early years of the country's existence as an independent nation. On its strictly limited area, the island country has produced economic success while maintaining its natural resources and cultural heritage. Despite Singapore's high population density, it consistently ranks well in livability and sustainability surveys.⁸

Thinking long-term means thinking differently. Making a quick fix is easy; creating long-term success can be more complicated and may involve more risk. However, long-term innovative solutions should be encouraged over solutions that offer near-term profits but may not pass the test of time. The real returns of the latter are often low, as in some cases they suffer from functional obsolescence and depreciate in value relative to newer competition in only a few years. Quality investments, on the other hand, often take time and money to pay off, but they stand the test of time. A reasonable amount of risk that allows for innovation can provide rewards, both monetarily and urbanistically. Shanghai rightfully considers itself to be a trailblazer and technology leader within China. It should lead in innovative urban regeneration strategies as well.

A long-term vision requires a different way of gauging the performance of a project. It might be valued not for its iconic buildings, but for its healthy infrastructure. It might disfavor storefronts that look good on opening day to those that stay around for years to come; and housing that wins design awards to housing that creates communities. Affordable housing could be evaluated not on how many units have been built in a given year, but rather on how many have been occupied and how much the residents like their new homes. These criteria might be difficult to sell. A fancy new building, it seems, can win more fans than an effective rainwater recovery system. But good long-term planning based on strong infrastructure can also be an amenity to a potential user or buyer. Knowing that a site will be connected by public transportation, or that a school and hospital are nearby, or that green space will be integrated into a plan can be a big selling point.

The vision should reflect not just the physical development but also its economic, social, and environmental impact. Too often plans in Shanghai have separate land, transportation, and economic development initiatives. Bringing them together to ensure each is part of the integrated vision for Shanghai is critical to deliver a sustainable project. This requires a collaborative effort that lasts long past the plan's initial development.

While having a long-term plan in place is essential to regeneration projects, this should not mean that the plan is carved in stone. Good visions are frameworks that can and should evolve with changing needs and situations. Shanghai's Pudong New Area is one of the most dynamic examples of city building in history. Its plan has been hugely successful in employing underused land. But now, twenty-three years after its initiation, it is rightfully being reconsidered to address its actual implementation and the district's modified needs. The current plan for Pudong looks at the district's reconstruction, revitalization, redevelopment, regeneration, and renaissance - recognizing that urban regeneration can be undertaken in a variety of ways.⁹

Shanghai has already achieved many of its planning goals through its long-term planning, but the city's new vision needs to address more of its people's aspirations, specifically in terms of its quality of lifestyle, its housing, and its environment. The success of Shanghai, like that of all great cities, will be measured not by where it stands today, but by how well it renews itself over time.

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Case Study: Pittsburgh, USA

Cities in America's northern manufacturing heartland tended to follow a standard path when the industries that fueled them collapsed in the 1980s: loss of business, shrinking populations, decreased tax revenue, deteriorating infrastructure, and the erosion of basic services. Pittsburgh could have suffered the same fate after its steel industry lost 56,000 jobs - 61% of its workforce.¹⁰ Instead, it became a happy exception, a success story amid the gloom. In the past few years, Pittsburgh has received high rankings in lists of livability, affordability, security, growth, smartness, and even romance, and it ranked second in a 2014 study titled "Where Is the Land of Opportunity?"¹¹ The reason for this turnaround is Pittsburgh's long-term vision, a conscious decision by its government, in partnership with the private sector, to transform

from "Steel City" to a service-based economy and to create both jobs and an exciting, vibrant, loveable city. Beginning in the mid 1990s, the city partnered with hospitals and two universities as anchors for urban regeneration; it has since become an important center for robotics, medical research, education, and financial services.¹² Pittsburgh's transformation was not easy, but it had lasting effects. As the New York Times noted in 2009, "Deindustrialization in Pittsburgh was a protracted and painful experience. Yet it set the stage for an economy that is the envy of many recession-plagued communities."¹³ Numbers confirm the success: an unemployment rate of 5.8% in April 2014, compared to 17.1% in January 1983.¹⁴ As importantly, Pittsburgh's rejuvenated neighborhoods, cleaned-up former industrial sites, beautified riverfront, and proud inhabitants mark the benefits of its long-term vision.



Case Study: Preservation of Historical Sites, Shanghai, China

The face of many contemporary Chinese cities comes without any wrinkles; it is typically a new face of big shiny towers that have taken the place of pre-prosperity buildings. While Shanghai too offers a contemporary image to the world, it has done a better job than many Chinese cities in safeguarding its built history.¹⁵ The Shanghai government has been an active participant in this preservation, establishing a long-term vision that includes the city's past. Its earliest efforts recognized the importance of its modern history; in 1991 it enacted "measures for the administration of the preservation of outstanding modern buildings."¹⁶ In 2003 the city created twelve preservation zones to help protect some of its historic neighborhoods: the Bund, People's Square, Old City, Hengshan Road and Fuxing Road, Hongqiao Road, Shanyin Road, Jiangwan, Longhua Road, Tilanqiao Road, West Nanjing Road, Yuyuan Road, and Xinhua

Road. Preservation targets include neoclassical, Art Deco, and modern buildings; revolutionary sites; garden villas; religious temples; and the 1930s–40s Jewish quarter.¹⁷ The most notable beneficiary of this act is the former French Concession, where many colonial-era houses and apartment buildings have been spared the wrecking ball. Here 2,700 hectares (6,672 acres) - roughly one-third of the area - is in the city's preservation zone.¹⁸ In addition to these 12 zones in downtown Shanghai, the city has designated 32 areas in its suburbs as historical and cultural zones. Today Shanghai has 182 heritage sites under state- and municipal-level protection and 2,138 historic buildings under preservation.¹⁹ The city has recognized the value of its historic urban fabric as well, and in 2006 designated 144 historical streets and alleys.²⁰ These measures help to ensure that Shanghai's long-term future includes its noteworthy past.



Yu Garden, Shanghai



Bund, Shanghai



Xujiahui, Shanghai



Qibao Old Town, Shanghai

02



Design for People

Cities serve people, and so making them people friendly is essential. Putting people first in city design seems like an obvious choice today. But this was not always the case. The tower-in-the-park model of urbanism, often accompanied by car-first thinking, drove city building throughout much of the twentieth century. Its idealistic attempts proved unsuccessful over the long run - its large open plazas did not become pleasant places in which to spend time, and its car-centered designs made other modes of transportation difficult and pedestrian access frustrating. In the twenty-first century, regeneration of sites that had been planned around outdated ideas does not need to follow in their path. Current design thinking focuses on people before cars and on communal sustainability over personal benefit. Urban regeneration allows sites to be planned anew.

Some people-friendly steps are basic. Sites should be developed to their projected future population with a commensurate level of infrastructure and services. People of all ages and abilities need to have easy access, clear

navigation, and close proximity to points of interest. Street fronts should be designed to human scale, and street sizes should do the same. City blocks likewise should be designed in small parcels in order to provide porosity and connectivity. Land use should be integrated with transportation, especially public transportation, to increase connectivity and to ease access to and from sites. The importance of these initiatives can be seen in the development of Lujiazui, Shanghai's financial district. The plan of the area is centered on three supertall towers. While the buildings look wonderful on the skyline - viewed from a boat on the Huangpu or from the Bund across the river - they have been difficult to access from the street. New and safer elevated pedestrian connections have now been added to make the towers and their area more accessible on foot. However, it is important that efforts are made to prevent these walkways from inhibiting street-level vibrancy.

Other initiatives that put people first are more difficult to quantify, but just as important to urban regeneration. Developments should engage



1 people and make them active participants in an area. And that engagement needs to be specific to that place. Proven case studies of successful regeneration can be good base models, but only developments suited to local needs and culture can foster ownership of the public realm. That is, engaging people is not as simple as taking a model from New York, multiplying it by three, and applying it to Shanghai. The considerable population of Shanghai means a wholly new order of calculations to prevent traffic congestion, maintain crowd flow, and more. But beyond that, a model that fits Shanghai should fit its people and their unique culture, habits, preferences, dislikes, attitudes, and desires.

In short, designing for people means designing for their aspirations. People are not just data on a chart; they are individuals with unique personalities. And so it is not enough to reuse a site to make it serviceable - urban regeneration should strive to make a place exceptional. A suboptimal neighborhood may come with baggage; people may disconnect with it, or even be embarrassed to be associated with it. The purpose of regeneration is to change that perception, allowing people to be proud to say I live/work/shop/play/visit here. By placing people at the center of development, city pride will follow.



2



3

Designing for people means designing for their aspirations.

Case Study: Life Hub @ Daning, Shanghai, China

Attracting visitors to an underdeveloped part of a city is a risky proposition. In 2003, when the developers of Life Hub @ Daning looked to Zhabei, the district was not yet a party to Shanghai's miraculous growth. Elsewhere in the city, the rule was, "build it and they will come." Build in Zhabei, and they might not come. But in developing the project with people in mind, Shanghai Forrester (Zhabei) Development, a subsidiary of the Chongbang Group, built success. Life Hub @ Daning combines several uses - retail, offices, restaurants, hotel, entertainment, recreational and educational facilities - on its 5.5-hectare (13.6-acre) site, thus bringing activity over different times of the day.²¹ RTKL together with the developer designed its fifteen buildings, eleven plazas, and roughly 2 kilometers (1.2 miles) of landscaped walkways to form a pedestrian-friendly enclave that is more

similar to a traditional Shanghaiese commercial hub than to the city's contemporary big-block malls. The open plazas serve as venues for over 500 public activities a year, making the project an important community center for Zhabei and even nearby districts. People friendly here also means transportation friendly. Life Hub @ Daning is located near a metro stop and several bus stops, and it includes 1,200 parking spaces. As it occupies a corner of a superblock, the developer created access roads through 25% of the site, which help ease the traffic flow. The success of Life Hub @ Daning - where a long queue of retailers await opening in the very popular shopping center - has benefited not only its developer but also Zhabei itself, making the former industrial area a newly desirable neighborhood of contemporary city living.



1



2



3



4

Case Study: Superkilen, Copenhagen, Denmark

Designing a park for the Nørrebro area of Copenhagen called for addressing a great variety of people. The district has a large number of immigrants and is “one of the most ethnically diverse and socially challenged neighbourhoods” in the capital city.²² Superkilen (Super Wedge) celebrates this diversity in a project for all its people. The 3.3-hectare (8.2-acre) urban space includes one hundred items representing the residents’ sixty-two different home countries, including “benches from the Czech Republic and Iran, trash cans from England, bollards from Ghana, and lamps from Italy.”²³ Residents traveled with the projects’ designers to their home countries to help choose the items to be used. A descriptive text written on a stainless steel plate accompanies each object, thus elevating things like a neon sign from Qatar and a sound

system from Jamaica to works of art. Designed by architects Bjarke Ingels Group (BIG), landscape architects Topotek1, and the art group Superflex, Superkilen includes three spaces that give people distinct options for using it: Red Square, an open area covered with a patchwork red carpet and home to a weekly market; Black Market, a meeting place with benches, barbeques, game tables, and a playground; and Green Park, a family-oriented space with landscaped hills and sport facilities. A bike path traverses all three sites, and there are connections to local transportation (and a bus shelter brought in from Jordan).²⁴ The individual components collected into a jointly used space bring both personality and community to the site. This wedge does not split Nørrebro but unifies it.



03

Conserve Cultural Heritage



Bund, Shanghai

In the increasingly globalized twenty-first century, it may seem ever more difficult to distinguish one new urban regeneration project from another. An internationally accepted set of best practices means that many new projects share similar attributes. While globally accepted efforts to design sustainably, promote accessibility, and integrate public space rightfully give a certain universality to many developments, the specific local needs, traditions, and concerns of each site and its users should have an influence as well.

Cultural heritage does not necessarily mean an aesthetic or material choice. It could instead recognize the specific wet/dry/hot/cold environment of a locale, attitudes toward indoor and outdoor space, specific cultural traditions, or ideas about individuality and community. It could mean the unique character of a place. Think of San Francisco, Tokyo, or London, and a vivid picture likely comes to mind. These cities are beloved by residents and tourists alike because of their specific identities, which are based in part on their urban designs, not simply their iconic landmarks.

In Shanghai, cultural heritage includes the social fabric fostered in Shanghainese living traditions. Historically, many locals lived in shikumen buildings - a uniquely Shanghainese version of a row house, blending Western and Chinese influences, and combined into lilong, or alley communities. The sense of communal living that this housing brought about should be re-created in urban regeneration projects. It is independent of the shikumen itself.

Urban regeneration should encourage architecture based on local precedent. In China, buildings in the cold north historically had fewer windows than those in the warm south. While contemporary heating and cooling systems can lessen the requirement to adhere to this rule, concerns for ecologically sustainable design - and plain common sense - suggest that these traditions should continue. Local precedent can also involve more specific design ideas. Some successful urban regeneration projects reuse common Chinese motifs, such as specific rooflines and ornamental detailing. Others reuse the spirit of vernacular architecture - including

central gardens, bilateral symmetry, and fēng shui geomancy - without employing a specific aesthetic reference. Both models - stylistic reproduction and cultural association - can be valid. What is most important is that the reference be authentic, not contrived. A form or space that is modified beyond recognition loses its connection to cultural heritage.

To guarantee an authentically local response, urban regeneration projects should retain existing buildings of cultural, historic, or aesthetic value whenever possible. Projects should attempt to reuse, enhance, and revitalize the built amenities that a site has to offer. The form and function of existing buildings might necessarily need to evolve for them to be repurposed. But their inclusion can offer a character to a place that cannot be newly created.

In addition to the business, cultural, and residential buildings that are often part of preservation efforts, a significant part of many cities' cultural heritage is its industrial heritage.

Factories, warehouses, and the like—often large spaces with solid construction - can offer opportunities for redevelopment. The Minsheng Art Museum, for example, reuses a building from the Shanghai No. 10 Steel Factory to good effect.²⁵ Broad rooms under a high roof provide welcome gallery spaces, while the old brick building makes an interesting contrast to the contemporary art on display.

Land resources, too, are part of a place's cultural heritage and as such should be conserved. Shanghai's Suzhou Creek, once contaminated with waste from the industries that lined it, has been brought back to life with an extensive cleanup and beautification project. Walking and biking paths and small parks now line its banks, while a ferry service (which would have been unimaginable a few years ago) was initiated to bring riders in closer contact with its cleaner water. The ongoing redevelopment of several sites along Suzhou Creek could not have taken place had it not been cleaned up. Prioritizing the waterway as an important natural resource turned it from "the smelly river" to a valued asset of the city.

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Case study: Xintiandi, Shanghai, China

The early years of Shanghai's recent urban transformation had little room for cultural heritage. Specifically, preservation of its low-rise buildings did not find a place within its meteoric rise. In 1992, the Shanghai government announced a plan to demolish 365 hectares (902 acres) of "decrepit houses" by 2000.²⁶ Many shikumen houses disappeared in the process. Xintiandi, an adaptive reuse of shikumen buildings into a restaurant and retail center, "is widely regarded as the turning point marking the shift in the government's policy from demolition to preservation."²⁷ At Xintiandi, developer Vincent Lo of Shui On Land repurposed two blocks of

shikumen built between the 1910s and the 1930s as part of a 52-hectare (129-acre) mixed-use urban regeneration master plan. Some buildings were preserved, some were partially preserved and partially rebuilt, some were completely rebuilt, and some were newly designed. Importantly, the urban fabric of the area was saved. Xintiandi is a popular and commercial success, disproving the stereotype that China only values what is new. The project has influenced preservation countrywide, with Xintiandi-style developments in cities including Hangzhou, Nanjing, Dalian, Wuhan, Chengdu, Chongqing, and Foshan.



Case study: Singapore River, Singapore

Since 1819, the Singapore River was an important port and trade center for the city-state's many cultures. With increased shipping activities and waterside industries, the river deteriorated in the 1960s and 70s. In 1985 Singapore's Urban Redevelopment Authority (URA) prepared the Singapore River Concept Plan to regenerate the area and elevate its significance to the city. Conservation was key to this plan. The URA stated, "The only way that gives our city a distinct personality is our historic past through the selective conservation of old districts and buildings"; this conservation would be guided by "maximum retention, sensitive restoration, and careful repair."

²⁸ First, the river itself needed to be returned to its former state of cleanliness. Between 1977 and 1985, Singapore removed rubbish, closed off sewage and garbage drainage, and repaired

degraded river walls.²⁹ Next, the 96-hectare (237-acre) Singapore River Planning Area was divided into three zones: Boat Quay, Clarke Quay, and Robertson Quay.³⁰ Boat Quay was the first to be preserved; by 1991 110 of its buildings had been restored, converted from shop houses to restaurants and bars.³¹ The regeneration of Clarke Quay and Robertson Quay followed, developed with hotels, residences, and entertainment and commercial centers. Mixes of reused and new buildings, all three sites are designed to maintain their multicultural heritage. Their historical preservation offers a sharp contrast to the nearby contemporary buildings at Raffles Center and Marina Bay, and as such the Singapore River has become an attractive destination for both residents and visitors.



04

Create Integrated Networks



Hongqiao High Speed Train Station, Shanghai

A single urban regeneration project cannot be successful without the support of its neighbors. An island based on a host of best practice-initiatives cannot flourish if its surroundings do not. Good cities are collections of good neighborhoods, good blocks, and good sites, linked in a functional and attractive manner. From its sewers to its subways, from its sidewalks to its power lines, a city needs to be connected to be at its best. All these systems should be read as the framework upon which renewal can take place. In regenerating an area, it is important to consider not only current infrastructure but also the systems that will be put in place in the future.

Connecting people from their homes to their offices to cultural and entertainment venues should be an important goal of redevelopment. A good transportation network is essential to a city's health. Shanghai's ever-growing metro network enables commuters and visitors increasing access to a greater number of locales. But this network needs to be linked to other modes of transportation - including rail, bus, car, bicycle, and pedestrian networks - to be most useful. It is

as important how people get across town as how they get that last mile from public transportation to their doorstep. In considering transportation, be mindful of the details as well as the framework. Bikeways that cut across freeways, sidewalks that stop at dead ends, and metro stations that are too crowded to be safe do not add to the city's connectivity. Good transportation design can indeed save lives, as seen in Sweden's Vision Zero, a plan that made Sweden the country with the fewest per capita traffic deaths. By designing streets around the way people use (and misuse) them, Vision Zero has cut Sweden's traffic deaths in half since 1997.³²

The 2013 Shanghai Transportation Development White Paper recognizes the importance of such connectivity, and lists "developing an integrated transportation system" as one of its strategic objectives. In a chapter on transportation and the city, the report calls to "emphasize the guiding and supportive role of transportation in urban form" and to "step up coordination between transportation and urban planning."³³ Forward-thinking directives such as this will

Good cities are collections of good neighborhoods, good blocks, and good sites, linked in a functional and attractive manner.

benefit a changing city. Including transportation considerations in initial urban regeneration plans is much easier - and more productive - than trying to fit them into existing plans.

Better transportation means improving both hardware and software. Transportation network planning should integrate all modes, including pedestrian traffic. Producing quality buses and bus stops can help potential users more readily accept public transportation. Aligning schedules between bus, rail, and metro systems can have an equally high impact. Creating consistent information and signage makes a city more user friendly to residents and visitors alike.

Good pedestrian networks are essential to urban regeneration, providing users access to sites and within developments. Building small-sized blocks with a dense system of streets and with accessible paths, sidewalks, and crosswalks can help create a more livable and sustainable city. Large-scale investment in pedestrian networks can provide great benefits to its users. Hong Kong's Central-Mid-Levels Escalator - a stretch of twenty escalators and three moving walkways

linking the city's Central and Mid-levels districts - allows pedestrians a mile-long (1.6-kilometer long) journey in less than a half-hour.³⁴ The longest outdoor covered escalator system in the world not only eases commuters' access in a very steep part of the city but also helped to transform the area and allows visitors a glimpse into a variety of regenerated neighborhoods along the way.

Another important network is a city's green network - the gardens, parks, and waterways that run through the concrete and asphalt hardscape and bring it life. Green community spaces are essential, places where neighbors can interact. Linking these spaces together enhances their functionality and economies. Singapore's Park Connector Network (PCN), which originated in 1991, is a network of green corridors meant to "conserve, create, sustain and enhance the green infrastructure of our Garden City."³⁵ By 2012, PCN completed 200 kilometers (124 miles) of park connectors.³⁶ Its four current loops include amenities such as bicycle rental shops, barbecue pits, fitness areas, playgrounds, and sculpture.³⁷ In connecting its gardens, PCN essentially creates a traffic network through its green spaces.



Punggol Park Connector, Singapore

Case study: Guangzhou Bus Rapid Transit

In 2004, traffic congestion along Zhongshan Avenue in the booming southern Chinese city of Guangzhou had become unmanageable. The Institute for Transportation and Development Policy (ITDP), a non-governmental organization, proposed to the city government a radical fix - tearing up 23 kilometers (14.3 miles) of the current road and replacing it with a transportation network centered on a bus rapid transit (BRT) system. Initially the plan was controversial, as its construction necessarily inconvenienced the locale.³⁸ But the proposal had both cost and time in its favor. BRT systems typically cost \$1–10 million per kilometer and take 18–24 months to build, compared to metros at \$50–220 million per kilometer and 3–30 years time.³⁹ Guangzhou BRT (GBRT) opened in 2010 and has significantly

reduced congestion. Its 26 stations process an average of 850,000 passengers a day.⁴⁰ In its first year alone, it saved 30 million passenger hours.⁴¹ GBRT was designed to be a complete network, not just a bus system. Its multi-modal transit corridor includes connections to Guangzhou's metro system, integrated greenways and public spaces, and a bike-sharing system with 5,000 bikes and 20,000 daily users, helping to address the last mile of commutes.⁴² While GBRT was designed primarily to battle traffic congestion, it has had a resulting significant greening effect, with an estimated savings of up to 200,000 tons of CO₂ a year.⁴³ It has had an economic benefit to the area as well, with an increase of 30% in land values along the BRT corridor compared to the district average.⁴⁴



Case study: Airport Express, Hong Kong, China

When the Hong Kong government announced plans for a new airport in 1989, the proposed site was outside of the city's concentrated network. The existing Kai Tak Airport was located on reclaimed land in Kowloon in Victoria Harbor, the heart of the city, while the new Hong Kong International Airport would be located 30 kilometers (19 miles west) from the city center, at Chek Lap Kok, a relatively underdeveloped part of Lantau Island. To connect the city center to the remote site, the Mass Transit Railway Corporation (MTRC) built two rail systems, the Tung Chung Line (an addition to its well-reputed MTR system) and the Airport Express Line (AEL), "the world's first railway built specifically to serve an airport."⁴⁵ The dedicated train provides a 24-minute ride from the airport to Central every 10–12 minutes, and includes airport-specific amenities such as porter service, baggage storage, and check-in

counters for some carriers at train terminals.⁴⁶ To make the airport railway viable, "it was conceived as part of an overall urban development plan rather than just an addition to the transit network."⁴⁷ The rail lines were built in conjunction with highways, reclamation works, and bridges so as to minimize their cost and environmental impact. Five sites along the railway were designed to become new urban centers: Hong Kong Central, Kowloon, Olympic, Tsing Yi, and Tung Chung. These sites now provide 28,000 housing units, 8 office buildings, 6 shopping centers, and almost 3,000 hotel rooms, which bring new life to formerly less-developed areas and bring revenue to the MTRC.⁴⁸ Significantly, the convenience that Airport Express provides to business and leisure travelers is an important component of Hong Kong's overall competitiveness.



Optimize Land Use

JingAn District, Shanghai

The “re” in “regeneration” suggests redoing. There is no point in regenerating a site only to re-create its existing problems. Intensifying land use is one way of optimizing a site. Intensity does not just mean density; it means vibrancy, viability, flexibility, diversity, complexity, and quality as well. The highest and best use of a site is not necessarily the one that produces the highest gross floor area or the greatest financial return. It is one that is appropriate for its place, able to respond to changing needs, and built for the long term.

One proven model of intensifying land use is building high-density districts around anchor institutions that serve as economic generators. The plan of the former site of Expo 2010 Shanghai China recognizes this well. When its planners repurposed the site of a former river port, they knew it would be repurposed again after the world’s fair closed. They positioned five permanent buildings at the center of the site: Expo Center (now Shanghai Expo Center), Expo Culture Center (Mercedes-Benz Arena), Theme Pavilion (ICBC World Expo Exhibition and

Convention Center), China Pavilion (China Art Museum), and Expo Axis (now River Mall). The temporary pavilions around these anchors have been cleared, and construction has begun on a high-density International Exhibition and Central Business District Area.⁴⁹

Land use and development need to follow a financially viable approach. For this reason, urban regeneration projects need to be made inviting to potential developers and users. Restrictions on land use that prohibit creative reuse may inhibit the best projects from being realized. While zoning laws are in place for good reason, they need to be flexible to allow for changes to a site. As a city redefines itself, its plans, codes, and zoning need to follow. Allowing for mixed-use projects can enhance the functional efficiency of an area. Varying uses can help to link housing with jobs and services, creating integrated, fully functioning areas. In addition, inclusionary zoning will help meet the need for affordable housing.

Land is currently underused in some areas of Shanghai. An inflexible low-density rule makes

Lujiazui, Shanghai



it difficult to redevelop low-income residential neighborhoods, especially in the urban core. Moreover, areas near subway stations and key transportation nodes need to be built with a higher plot ratio to increase catchment and ridership. The government should allow more residential units, especially for the urban poor and middle class who depend on public transportation as their main mode of transportation.

Shanghai's current residential building codes prohibit the most dynamic use of its land. Some of its requirements - such as orienting homes to face south in order to meet sunlight requirements and including windows in toilets and kitchens - were essential for the construction of traditional lilongs and have become cultural norms. These tightly built rows of shikumen could best be built in regular rows and benefit from southern lighting, and the older constructions needed windows for safety and cleanliness. But codes that make sense for historic three-story homes do not necessarily apply to thirty-story contemporary residential towers. South-facing rows of identical towers do not reproduce the communities of their predecessors; instead, their repetition tends to produce monotony and in fact inhibit interaction between residents of neighboring towers. Codes like these should be revised and redrafted to address the actual needs of today's Shanghai. They should also be considered on a case-by-case basis, as specific regeneration projects may need specific modifications to the standard system.

Intensifying land use is one way of optimizing a site... [the highest and best use of a site] is one that is appropriate for its place, able to respond to changing needs, and built for the long term.

Case study: South Lake Union, Seattle, USA

In the late 1990s, revitalizing the nearly 24-hectare (60-acre) commercial and industrial neighborhood of South Lake Union into a vibrant mixed-use community seemed like a questionable plan. Fresh off the dot-com bust, Seattle was wary of seemingly easy fixes.⁵⁰ But Paul Allen - a Seattle native, billionaire co-founder of Microsoft, and owner of development company Vulcan - saw the potential for the site and started acquiring land and convincing the local government and residents of it. A public-private partnership between city offices and Vulcan and other funders led to the thriving neighborhood that South Lake Union is today.⁵¹ Significant private funding drove the project, while new laws that changed land-use codes to allow for the construction of research laboratory buildings and offered tax breaks to encourage building affordable housing helped it along.⁵² The city's design guidelines assured the quality of the development by identifying "heart locations" of commercial and social

centers; managing the transition of scale between varying building types; requesting durable, maintainable, and attractive exterior materials; and designing to respond to the "working class, maritime, commercial, and industrial character" of select areas.⁵³ Today the eclectic mix in South Lake Union includes centers for biotechnology, information technology, and global health; dozens of shopping, eating, and drinking venues; headquarters for Amazon; the Museum of History & Industry; hotels; apartments; yoga centers; a streetcar line to downtown, and more.⁵⁴ From 2004 to 2010, South Lake Union added 590,000 square meters (6.4 million square feet) of space; 13,647 permanent jobs; over \$35 million in tax revenue; and \$1 billion to its assessed value.⁵⁵ Intensifying its land use can be measured in more than numbers. In 2013 Seattle Magazine named South Lake Union one of the best Seattle neighborhoods, deeming it "the new center of the universe."⁵⁶



Case study: Namba Parks, Osaka, Japan

In the late 1990s, Osaka, like much of Japan, was suffering from a nationwide recession. In addition, some of the city's companies and research institutes had relocated to Tokyo, affecting the citywide economy.⁵⁷ Namba Parks, a 3.4-hectare (8.3-acre) mixed-use project, led Namba District's 21-hectare (52-acre) redevelopment project.⁵⁸ The site of Namba Parks had been underused; a baseball stadium sat dormant on an irregular-shaped lot framed by a busy train station and a 1957 shopping center. Nankai Electric Railway and Takashimaya department store jointly developed the site, and Jerde Partnership responded with a canyon-like, eight-story retail and entertainment center, which links directly to a subway line and parking beneath it. The "parks" in its name refer to 1.2 hectares (2.8 acres) of green

terraces that cascade down the center's roofs and provide both public space and outdoor restaurant seating.⁵⁹ The park's greenery - trees, shrubs, ponds, and planting beds - helps in cooling. In the summer, when local asphalt surfaces reach 51 degrees Celsius (124 degrees Fahrenheit), the park is only 34 (93).⁶⁰ A thirty-story office tower by Nikken Sekkei creates a new anchor at the plot. Namba Parks provided 245,000 square meters (2.6 million square feet) of retail, entertainment, office, residential, cultural, parking, and common space in two phases, and has become instrumental to the 2003 Osaka City Revitalization Program, "designed to develop academic and business related growth, develop the cultural pull of the city and ensure attractive and vibrant communities were related."⁶¹



06



Vitalize Public Space

Public spaces are the lungs of a city. Whether planted or paved, they open up the dense urban fabric and let it breathe. Big urban-planning gestures like New York's Central Park and Siena's Piazza del Campo are well known for the benefits they bring to their cities. But small can be significant as well, providing more intimate places for specific communities. In certain parts of Shanghai, where public space is limited, people tend to take over whatever space they can. People gather to dance outside a building entrance; dog-walkers congregate in a shopping street; kids learn to roller blade around sidewalk bollards. Urban regeneration can offer them something better - planned public space that is usable, engaging, vibrant, and accessible.

Public space is only as good as it is usable. Cities do not necessarily need more open space; they need more usable open space. A green square on a map means nothing if it is closed for much of the day, if it is limited to only select visitors, or if it is too far away from residential neighborhoods. Birds and shrubs will benefit, no doubt, but urban parks need to be designed for people. Shanghai's

most common green space is not public but rather private gardens within gated residential complexes. In a city with high population density, allowing so few people to enjoy such sizable green space seems wrong. Urban regeneration in such areas should reconsider how these spaces are used and how people might move through them instead of around them. The Gubei "Gold Street" Pedestrian Promenade is an interesting variation on a residential garden. The 700-by-60-meter (766-by-66-yard) linear park is surrounded by housing complexes, but not contained by them.^{lxii} Everyone has access to it. Play areas, shops and restaurants, a line of trees, and a water feature make it a destination for some; its openness makes it a shortcut for others.

Public space should be engaging. A green square can never be as attractive as a multicolored square. Trees that mark the seasons, ponds where tadpoles grow into frogs, and seats that allow for conversation make a place well suited for repeat visits. The purpose of open space should not be to meet a code requirement, but rather to fully involve the people who use it. In this way, it

will help to foster ownership and care of the public realm. New York's High Line, which regenerates unused elevated train tracks, includes a variety of engaging elements. Along the 1.6-kilometers (1-mile) pedestrian walkway, visitors pass a field of wildflowers, an open-air auditorium, various seating options, food kiosks, and a viewing spot to the active street below.⁶³ The mix has made what was an unsafe public area into a popular destination and helped to transform the neighborhoods around the tracks.

Another way to foster ownership is to make public space active. Areas for badminton, card games, or tai chi call for daily use. Parks can also be energized by occasional civic events: performances, markets, and the like. Chicago's 129-hectare (319-acre) Grant Park was rejuvenated in 2004 with the addition of the 10-hectare (24.5-acre) Millennium Park.⁶⁴ The park's band shell by architect Frank Gehry energizes the site during performances and also provides an aesthetic landmark when not in use. Public space can be activated by a continual flow of pedestrian traffic; Shanghai's ever-expanding metro system allows plenty of opportunity to create vibrant public spaces around subway

stations, yet this opportunity is often overlooked. A vibrant public space is a safe space; empty areas invite crime, or at least the fear of it.

Public space should be accessible to people of many abilities. Good signage, convenient ramps, and proximity to public transportation are just some items to consider. Be mindful of public space that looks good in plan but does not work in reality - a path leads to a dead end or a post interrupts free movement. Accessibility means establishing smart pedestrian connections between points a and b.

In Shanghai, public space is sometimes leftover space - land that is unbuildable for one reason or another. Instead, the best pieces of property should be assigned to the public realm. Oftentimes, the best property is the waterside property. Shanghai recognizes this in the construction of the new Longyao Riverfront Square, a promenade that includes a skate park, dog-walking zone, and other amenities to keep it active. Hopefully, it will bring to the new West Bund development what the promenade brings to Shanghai's most famous waterside place—the Bund.

Public space is only as good as it is usable. Cities do not necessarily need more open space; they need more usable open space.

Case study: Cheonggyecheon, Seoul, South Korea

Cheonggyecheon, an 11-kilometer (6.8-mile) stream running through Seoul, had been instrumental to the city since its founding in 1394. But as the capital modernized, the stream became polluted and a hindrance to development. By 1966 it was all but forgotten, covered over by a road and elevated expressway and used for sewage.⁶⁵ Areas along the stream also declined into a largely wholesale warehouse district. In 2002 the Seoul government, led by then-mayor and future-president Lee Myung-bak, declared its plan to revitalize the stream and demolish the expressway. All of the scrap iron and steel and 95% of the waste concrete and asphalt would be recycled in the process.⁶⁶ Less than three years later, the former eyesore reopened as a public park. Yet Cheonggyecheon was designed with much greater ambitions: "to improve environmental and living conditions in downtown

Seoul, resolve disparities in development between the northern and southern part of the city, recover natural and cultural heritage lost during the rapid urbanization, create new public spaces and amenities, increase traffic safety and boost tourism development in the area."⁶⁷ Environmental benefits have been proven: four years after it opened, small-particle air pollution dropped 26 micrograms per cubic meter, and fish and bird species have increased sixfold. Local residential and commercial property values have increased. Traffic has improved too; while the design cut out some car lanes, the addition of expanded bus service and regulation on cars mean traffic speed has increased. On an average day 90,000 visitors - residents and tourists alike - use Cheonggyecheon as a place for daily walks and for intermittent events.⁶⁸



Before



After



Case study: The Bund Promenade, Shanghai, China

The Bund has long been a symbol of Shanghai. Its curved collection of former banks and trading houses form a well-known face of the city. The land between the buildings and the Huangpu River initially housed working docks and a service road, but soon enough it became a recreational and leisure place where “bunders” would go to relax in the evenings.⁶⁹ By the 1930s, “the muddy towpath of fifty years ago...has magically become one of the most striking and beautiful civic entrances in the world.”⁷⁰ Over the next decades, the promenade underwent a series of changes while the former towpath was widened to eleven lanes of vehicular traffic. A 2010 renovation changed that, allocating less space for cars and more for people. The 33-month \$700-million renovation of the 2,000-meter-long (6,562-foot-long) promenade opened in time for

Expo 2010 Shanghai China. It eliminated four of the surface lanes of traffic, built an underground six-lane tunnel for car traffic, and extended the pedestrian avenue so that its width was similar to that of the 1930s.⁷¹ The renovation also improved infrastructure for flood control, sewage, and public transportation.⁷² The regenerated Bund promenade meets many goals of good public space. Its broad expanse is open to any visitor, resident or not. It can be accessed from several entrance points and is open both day and night. The linear park has zones for events as well as viewing, walking, and resting. Its views toward preserved buildings on the Bund and new skyscrapers in Lujiazui on the other side of the Huangpu River engage its visitors, while vendors and photographers keep it active.



Foster Collaboration

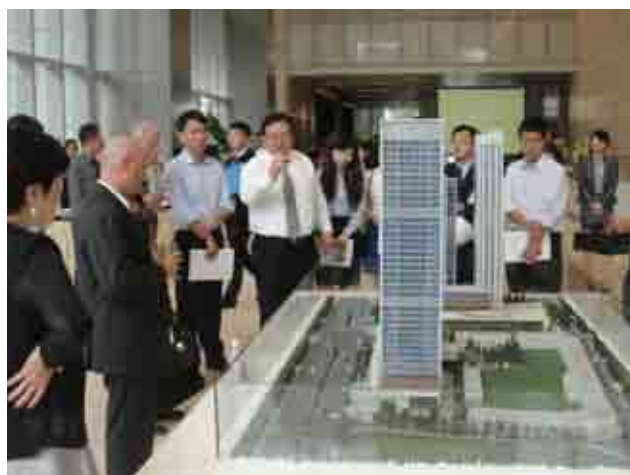
Any urban regeneration project needs a variety of experts and interested parties - planners, economists, architects, engineers, landscape architects, government officials, investors, developers, marketers, property managers, and more - to make it a success. Success is not simply a matter of design expertise; it requires fostering collaboration between many people in order that urban regeneration may contribute to a city's growth. It means transportation to the site is easy. It means waste removal, fire safety, and police supervision are managed well. It means the interests of the current and future users are met. It means a variety of voices and interests bring the broadest number of possibilities to play, as the largest set of options may lead to the best solutions.

Government representatives and entrepreneurs play a key role in fostering these collaborations. For this reason, city management needs to be more integrated and enhanced with transparency and integrity. Local leaders should be cultivated so that they become drivers in the many processes involved in urban regeneration. They

should represent the greater vision of the social and economic benefit of the city while remaining attentive to their constituents.

The users of a place need to have a voice in its reuse. They too are experts - the most knowledgeable sources for what a site has in place and what it needs in its rejuvenation. They best know the site's history, which should inform its future. Both new forms of media and established practices can help residents' voices be heard. The intellectual capital and social infrastructure that drive contemporary cities should be integrated into urban regeneration. For example, technology can enable citizens to identify issues from potholes to cooking oil reuse. More traditional forums like town halls can be useful as well. One example of fostering public collaboration is the city of Porto Alegre, Brazil, which has gone so far as to establish a Participative Budget. Involving the local population in conceiving and executing the city budget has helped to minimize corruption and the mishandling of public funds.⁷³

Success is not simply a matter of design expertise; it requires fostering collaboration between many people in order that urban regeneration may contribute to a city's growth.



ULI Mainland China Activities

Case study: Reinvent PHX, Phoenix, USA

In the twentieth century, Phoenix developed into a car-oriented, sprawling city, as many American cities did. To meet the aspirations of twenty-first-century city dwellers, Phoenix decided it needed to be more pedestrian focused. In 2008 it opened a 32-kilometer (20-mile) light-rail system, which soon exceeded expectations for ridership.⁷⁴ Yet the city recognized that public transportation alone could not regenerate its communities. The result is Reinvent PHX, “a collaborative partnership between the City of Phoenix, the U.S. Department of Housing and Urban Development, Arizona State University, St. Luke’s Health Initiatives and numerous other organizations committed to developing walkable, opportunity-rich communities connected to light

rail.”⁷⁵ Each party involved in the project has a specific scope of work for which it is responsible. Together they strive to create unique plans for each of six districts along the path of the rail system: Gateway, Eastlake-Garfield, Downtown, Midtown, Uptown, and Solano. “The Gateway District, for example, would have upgraded housing, a grocery store and family-owned businesses creating jobs. Existing vacant land would be developed and empty buildings would be rehabilitated and filled with residents and businesses.”⁷⁶ Fostering collaboration means getting community members involved, and so Reinvent PHX has initiated a Community Design Workshop, where people have submitted proposals for walkable communities.⁷⁷



Case study: 798 Art Zone, Beijing, China

The regeneration of Beijing's semi-abandoned Dashanzi electronics factory complex into 798 Art Zone benefited from an unlikely collaboration. The process began in 1995, when Sui Jianguo - head of the Department of Sculpture at the Central Academy of Fine Arts - used the complex's Factory No. 798 as a temporary classroom.⁷⁸ Other artists followed, attracted to the large spaces, high ceilings, and affordable rents of the live/work units. By 2003 thirty artists and organizations were established in the area, dubbed 798 after the inaugural factory. The property owner was not immediately receptive to this growth, and 798 threatened to suffer the fate of Fuyuanmen Village, a Beijing artists colony founded in the mid 1980s and disassembled in 1995. Sculptor Li Xiangun - a tenant of 798, professor at Tsinghua University, and deputy of Beijing Municipal People's Congress

- successfully submitted a bill on behalf of the group to change the designation of the area from an electronic zone to a cultural centre.⁷⁹ In 2006 the Beijing 798 Art Zone Administration and Development Office was established to protect the area's architecture, attract art-related organizations, and promote local and regional tourism.⁸⁰ The resulting collaboration between local artists, the Beijing government, and international art organizations brought commercial and popular success to 798, which is said to be Beijing's third most popular tourist destination, after the Great Wall and the Forbidden City.⁸¹ While today there may be more cafes than studios at the complex, some founding artists continue to benefit from their part in the collaboration. Sui Jianguo no longer has a studio at 798, but his sculptures are shown there at the well-respected Pace Beijing gallery.⁸²



08

Build Healthy and Sustainable Communities



Urban regeneration should bring ecological betterment to a site. It might repurpose an unused factory to a greener use or clean up a contaminated site to make it buildable. Yet even when an urban regeneration project does not have such a clear-cut mandate for making a site greener, it has an obligation to do so. Buildings account for more than 25% of China's energy consumption.⁸³ Urban regeneration offers an opportunity to improve the energy efficiency of existing buildings and to construct more energy-efficient new buildings. In the twenty-first century, building healthy and sustainable communities is a duty, not an option. Fulfilling that duty has its benefits, as building green attracts residents and improves land values.

Urban regeneration projects can begin the road to creating a healthy development by retaining and protecting onsite natural resources. Consider the Asia Society Hong Kong, which reused buildings from the former British Explosives Magazine Compound. The architects designed an elevated walkway through the site so that it did not interfere with existing trees that housed

bats. This preservation of nature resulted in an aesthetic amenity - a stunning zigzag bridge.⁸⁴ When nature is not present on a site - bat refuges, fortunately, are not prevalent in most inner cities - it can be introduced.

Healthy communities are sustainable communities, and sustainability needs to be considered in both site planning and in building construction. Sites should maintain their inherent nature—the slope of the land, the run of existing waterways, the presence of mature trees - whenever possible. The best site planning works with the given topography instead of flattening it to an idealized field. A flat square site may seem easiest to design, but it offers little character. Site specialties, in fact, can be amenities, distinguishing a parcel of land from its neighbors. Construction should be minimally invasive. Roads and pavements should be designed to retain storm water and reduce urban heat islands. Construction should use green materials - recycled, locally sourced, and/or made in energy-efficient processes. It should allow for long-term sustainable use. Solar-heated and naturally

cooled buildings cut down on CO₂ emissions and on operational costs, while high-quality materials are friendly to the environment and require less upkeep and fewer replacements.

Sustainability depends on quality, which begins with quality design. Planners, urban designers, architects, landscape architects, engineers, and associated professionals are experts in their fields; ignoring their input is the wrong way to start. Next come quality materials, which means they are beautiful to begin with and will last over the long life of a project. These materials need to come together with quality construction, with well-trained workers and experienced supervision. Lastly, and importantly, sustainability depends on strong management so that a project looks as good on opening day as it does years later. All the time, money, and hard work should not end up in a project that needs to be regenerated again soon after it is completed.

Sustainability initiatives need to think beyond the building site. They should encourage pedestrian- and bike-friendly communities by prioritizing public transit, small blocks, dense road networks, and mixed-use developments. At the district level, they should coordinate storm water recovery, waste management, and energy systems across building sites and with various authorities. Research

shows that these kind of coordinated efforts pay off; they produce twice the energy savings to projects considered only at the building level.⁸⁵

In considering the health of a regeneration project, consider the health and well being of its users. Healthy cities mean healthy city dwellers. Simple questions can be addressed to promote an active lifestyle. Does a renewal project encourage or discourage walking? Does it have well-lit stairways that offer an alternative to elevators? Does it promote car usage by building fences and thus limiting pedestrian access? Does it provide places for bicycle access and parking? Does it feature play spaces or sporting courts? Active use makes a space safe and gives it a vibrant connotation.

Developments should be built in a way that helps create a clean environment. They should not adversely affect the quality of the air, water, and food supply. Consider not only effects on the immediate site - how demolishing concrete buildings, for example, can affect local air quality. Think also of how the materials brought into a project affect places beyond the site. Avoid materials that pollute waterways in the course of their production, and think about the carbon footprint of materials brought in from far away.

Sustainability initiatives need to think beyond the building site. They should encourage pedestrian- and bike-friendly communities by prioritizing public transit, small blocks, dense road networks, and mixed-use developments.

Case study: Greenest City 2020 Action Plan, Vancouver, Canada

It might be enough for Vancouver to repeatedly appear at the top of lists of the world's most livable cities. But Vancouver, it seems, is not content to rest on its laurels. Even though Vancouver residents have a comparatively small per capita ecological footprint to their neighbors in North America, that footprint is three times larger than the Earth can sustain.⁸⁶ Cognizant of the challenges of its growing population, changing climate, and shifting economy, and concerned for its future, the city decided to think strategically to top another list - becoming the world's greenest city by 2020. With active help from over 9,500 residents and additional participation from over 35,000 people worldwide, Vancouver proposed the Greenest City 2020 Action Plan (GCAP), approved by the city council in July 2011. GCAP has ten goals: green economy, climate leadership,

green buildings, green transportation, zero waste, access to nature, lighter footprint, clean water, clean air, and local food.⁸⁷ The study recognizes not only how achieving these goals will better the environment but also how it will help to create jobs, decrease dependence on expensive fossil fuels, encourage health through walking and cycling, and bring value to what had been considered waste. The plan sets highest-priority actions for the upcoming year, medium-term goals for 2020, and even long-term goals for 2050. Though GCAP is in its early stages of implementation, early reports show progress on a host of targets, including reducing per capita water consumption, constructing carbon-neutral buildings, and making the majority of trips by foot, bicycle, or public transit.⁸⁸



Case study: Low-Carbon City, Changning District, Shanghai, China

Before 2006, the Chinese government focused its green investments on environmental protection and treating pollution. With its eleventh Five Year Plan, it broadened its green initiatives to include protecting its natural ecological systems and its forests, researching alternative energy, and comprehensively managing its rural environments.⁸⁹ As part of its recent initiatives, it set a target of reducing its 2005 level of CO₂ emissions by 40-45% in 2020.⁹⁰ This goal recognizes a necessity. While China's per capita emission of green house gases is lower than that of industrialized countries, its large population and rising urbanization have led it to become the world's largest total emitter.⁹¹ The Changning District of Shanghai goes beyond the national plan with a target of 50% CO₂ reduction by 2020.⁹² The district government is taking steps to become a pilot low-carbon district. This is

China's first district-level effort to apply analytical tools of abatement cost curve in setting up a low-carbon target and measurable indicators, and as such can be replicated in other cities. Shanghai Energy Conservation Supervision Center (SECSC), with advice from the World Bank, is introducing international best practice and expertise in its efforts.⁹³ By focusing on four initiatives - retrofitting existing buildings to meet new standards, constructing new low-emission buildings, creating a low-carbon energy supply, and developing green transportation systems - the project is designed to achieve its carbon intensity reduction target.⁹⁴ Projects like these should be measured in more than just lower CO₂ levels. Low-carbon cities have the potential to enable sustainable economic activities, enhance the well being of their residents, and provide valuable infrastructure for future generations.



09



Integrate Economic Development

IFC, Lujiazui, Shanghai

Urban regeneration provides an opportunity to rethink the economy of a given place. Existing uses of an area do not necessarily need to be repeated, and a given connotation of a place does not need to stick. Instead, urban regeneration should aim for the best use of land for the people who use it, bringing forth higher productivity, greater vibrancy, and more jobs.

One way of rethinking an area's economy is to identify potential growth clusters within it. A specific urban regeneration project can work together with like-minded projects to form a new identity. Like a street lined with shoe stores or antique shops, growth clusters collect commonalities in order to increase traffic and invite both users and employees. Collections of medical facilities, research and development centers, and educational institutions are just some opportunities for this kind of growth. Clusters that focus on the knowledge economy, tourism, and manufacturing are others.

Shanghai's West Bund (Xuhui Binjiang) uses media and culture industries as the centerpieces

of its plan. The Oriental DreamWorks animation studio is meant to attract other domestic and international companies to form a 42-hectare (104-acre) "media harbor" within the 1740-hectare (4300-acre) parcel of land along the Huangpu River.⁹⁵ The \$2.4 billion DreamCenter is positioned to become the site's entertainment and cultural flagship.⁹⁶ The West Bund holds remnants of the city's industrial and aviation heritage, and many of these are being incorporated into its regeneration. The recently opened Long Museum and Yuz Museum reuse coal-conveying platforms and an airport hangar, and a former cement plant will be converted into a performance center for the DreamCenter. The mix of new media and old infrastructure gives a unique look and feel to the West Bund, while the focus of the site's use enables a clear path to its economic development. Shanghai could help in efforts to produce growth clusters such as this by setting up an economic development agency, which can help start-ups to grow.

Educational institutions should be recognized as enhancements to urban regeneration.

One way of rethinking an area's economy is to identify potential growth clusters within it. A specific urban regeneration project can work together with like-minded projects to form a new identity.

In Shanghai, more than one-quarter of the population has a college degree.⁹⁷ But the city's many renowned universities bring more than just educated students to the local workforce. They are potential anchors for urban regeneration and could become centerpieces for knowledge-based development. As proven by Silicon Valley, universities are often the sites of entrepreneurship. In addition, many companies choose to locate near them to take advantage of the educated population. Collaborations with universities should be fostered in order to bring the best ideas into the public realm. Many foreign universities also have a presence in Shanghai, and these too should move from islands of education to active participants in the development of the city.

Large-scale interventions with a large, consistent vision certainly have their place in enabling economic development. But a place may be improved slowly and organically over time as well. The bottom-up regeneration of Shanghai's Tianzifang neighborhood bears this out well. What began as a small artists' collective within an old district of residences and factories has become,

block by block, a rejuvenated district that supports art spaces, lane-side retail, and restaurants while retaining housing on its upper floors.⁹⁸ The resulting eclectic mix produces a kind of beauty that is difficult to duplicate in a top-down redevelopment project.

An urban regeneration project should consider what it wants to say to its community, how it will be read by its users. Is it the waterside community that promotes an active lifestyle? A retail spot that features young designers in reused older buildings? An office complex with a vibrant central restaurant complex? Creating a brand for a project or a district helps people to navigate through a wide range of options. By setting a place apart, one attracts specific users. And while it may seem more desirable to market a project to everybody, few will be attracted to a generic vision. Shanghai's "creative clusters" have rebranded former factories and warehouses from industrial sites to hubs serving people in creative industries. Many of them - such as Bridge 8, Red Town, and M50 - have established names for themselves that attract people to the specific visions they promote.



Tianzifang, Shanghai

Case study: Knowledge & Innovation Community, Shanghai, China

In the 1990s, Shanghai promoted the development of high-tech industries as part of its ambitious plan for Pudong. The 2500-hectare (6,178-acre) Zhangjiang High-Tech Park offered a place for software and biomedical industries to thrive, while its remote location provided a clean slate for development. While the business model of Zhangjiang has been undeniably successful - in 2009 its revenue was ¥102 billion (\$16.6 billion) - the area has been slow to develop a residential, commercial, and entertainment support network, and it remains somewhat of a work oasis.⁹⁹ In the early 2000s, another way to create a high-tech center was forged in Shanghai's Yangpu District - a model that used on-site amenities to its benefit. The district is home to many of Shanghai's prestigious universities, and the Yangpu government decided to collaborate with these institutions to redevelop its economy.¹⁰⁰ The 2004 "Guideline of the Yangpu Knowledge Innovation District" document integrated university campuses,

high-tech parks, and local communities in "triparty cooperation" for regeneration.¹⁰¹ At the center of this knowledge-based regeneration project is the 84 hectares (208 acres) site of the Knowledge and Innovation Community (KIC), located on what had been an underused commercial center. KIC is composed of four parts: KIC Plaza, with office buildings, learning centers, exhibition halls, and conference facilities; KIC Village, with apartments, offices, retail, and recreational facilities; KIC Venture Park, with small and medium enterprises (SMEs); and the Jiangwan Sports Centre.¹⁰² The multifunctional approach allows for the site to be more than a workplace: "The new project of rejuvenating Yangpu did not stop at 'breeding' or 'building' a high-tech center. It had a much more comprehensive goal of urban redevelopment and space utilization."¹⁰³ KIC acted as a catalytic development that led the regeneration of Yangpu from an outdated industrial district to one in which knowledge-based industries and services flourish.



Case study: East London, England

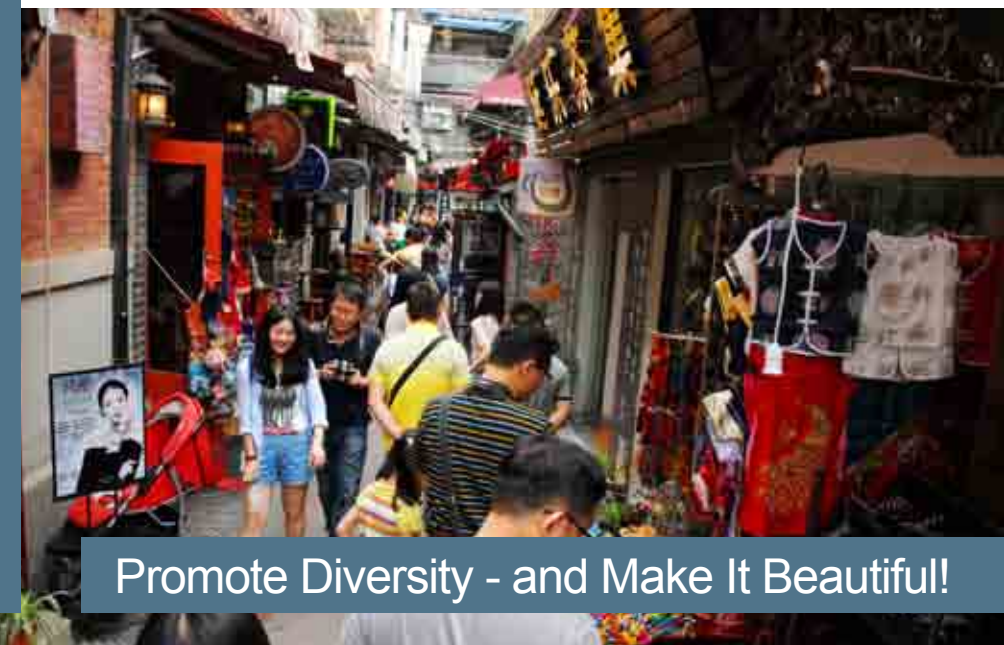
Over the past thirty years, London's economic growth has moved eastward from the city center. And so it may have been inevitable that Stratford, a district in East London that had declined after the loss of its heavy industries, would eventually benefit from the slow-moving engine of regeneration. The London 2012 Olympic Games put a fire in that engine. As *The Economist* reported, "Great dollops of government money have accelerated the process sharply, bringing in lots of private capital too. As a result, the East End should catch up with the rest of London a little sooner."¹⁰⁴ Putting money into Olympic Games has not always benefitted its host city. Athens' €9 billion (\$11 billion) funding of the 2004 Olympics has been blamed for triggering the Greek government-debt crisis.¹⁰⁵ But London's £10 billion (\$16 billion) investment did not focus

solely on two weeks of sporting events. Instead, it used the events as a catalyst for regeneration projects: public transportation systems, an athlete's village that would become permanent housing, and much more. The 227-hectare (560-acre) Olympic Park continues to play a part in the regeneration. It reopened in April 2014, after many crowd-necessary hardscapes were replaced by greenscapes. The park will continue to hold sports events, including Premier League soccer, as well as concerts and festivals. The aquatics center - designed so it could be made smaller after the Olympics - reopened with 65,000 visitors in its first month.¹⁰⁶ The London Legacy Development Corporation's long-term plans reach well outside of the park and include building 8,000 homes and creating 8,000 jobs.¹⁰⁷



10

Promote Diversity - and Make It Beautiful!



Successful urban regeneration promotes functional, demographic, and aesthetic diversity. Complexes that have one use, one type of user, and a singular look can be monotonous. Monotony leads to boredom, which leads to disuse. The most interesting parts of any city include surprises. New York's East Village mixes high-end boutiques, discount sock vendors, the 4.2-hectare (10.5-acre) Thompsons Square Park, a Ukrainian church and museum, and a street filled with Indian restaurants. This diversity attracts many different kinds of users who find the neighborhood attractive in a way that is particular to them. Variety is the spice of life, as the saying goes. And allowing that variety to thrive allows any urban center to prosper.

To promote functional diversity, development projects should include mixed uses. An economy based on one function depends solely on the performance of that function, whereas a diverse economy allows for betterment from a wider array. Shanghai's technology parks, for example, could benefit from the inclusion of housing, restaurants, and cultural institutions. With only 9–5 usage,

they essentially ignore 16 hours of the day. With added amenities, they could attract the educated people who work there to also live there. In this vein, lessons from the first phase of construction at Lujiazui, filled mostly with office space, have influenced the development of its second phase, named Harbour City. Located on an adjacent site 25-hectare (62-acre) parcel, the multifunctional site includes banks, offices, hotels, residential, shopping, and entertainment facilities. Its several uses should keep the area busy both day and night. And its preservation of an unused factory and dry dock will retain some of historic Shanghai along its riverside.¹⁰⁸

Promoting demographic diversity can help to ensure that urban regeneration does not necessitate gentrification. Property cannot merely be bettered for a small group of people who can afford it. It needs to offer equal accessibility to public amenities and social services for all. Revitalization projects that exclude the former residents and users of the site create social and economic problems that counter its positive effects. In Shanghai, increasing social diversity

will require revising current legislation. There should be added incentives to include affordable housing, housing for the elderly, and varying forms of rental property in urban regeneration projects. Home ownership should be made available to a broader group of people. Changing the way home ownership is financed will make it more affordable.

As Shanghai continues to grow economically and physically, it needs to recognize and allow for the great variety of people who make it prosper. Creative planning is needed to deliver educational, medical, and community services to its diverse population. This is especially important in enabling the integration of the city's migrant population, regardless of their formal residency status. In addition, there should be a focus on creating mixed-income jobs, not only the high-salary jobs that only a small number of residents can acquire.

Promoting diversity also means providing aesthetic choices, giving potential buyers and users real options. The urbanization of Shanghai threatens to make it just one continuous fabric. Each urban regeneration project can instead establish its unique identity. Adding more choices within the larger plan of Pudong, for example, will make it more successful, as more people will be able to find what they want there. Increasing physical diversity - through an array of styles, rooflines, building materials, and design elements - can provide marketable amenities. To achieve the greatest level of diversity, developers should be encouraged to engage multiple architects on large projects.

Promoting diversity is one way of changing a place from an area that was looked on with aversion to one that is viewed with wonder. It is not enough to make an area better. It should aim to be beautiful, a place to which residents and users feel an emotional connection. Ideas of beauty, of course, vary from one person to another. A building that looks luxurious to some may seem tacky to others. A landscaped park may be the apex of contemporary design or completely uninteresting, depending on your point of view. But what is consistent in beauty is the pleasure it brings, which is not solely tied to its aesthetics. Beauty in urban regeneration means making a place that fosters a community. It has a unique character and identity that bring its users a sense of belonging.

Regardless of the specific style of an urban regeneration project, its quality will bear weight on its achieving beauty. Quality design, execution, materials, and management are crucial to long-term success. A large, consistent vision will help direct a project from neglect to beauty. But small interventions have their place as well. Public art can add to a site's attractiveness, bringing a unique artist's vision to a place and also establishing a branding of it. Zoning incentives should be written to promote public art. Large-scale urban revitalization can be complemented by small-scale urban infill - the human-scaled, ground-level amenities that make a large project intimate and special. Finally, a place may be made beautified over time, rather than in one single intervention. The beauty of Shanghai's former French Concession depends on the eclectic mix it achieved over many years of use.

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Case study: Eastern Docklands, Amsterdam, The Netherlands

At the end of the 1980s, Amsterdam's Eastern Docklands suffered the fate of many Western cities at that time. As industry left the city (here, docks built in the late-nineteenth and early-twentieth centuries to manage large ships and teeming trade) and residents left with them to the suburbs, large tracts of land sat underused. Amsterdam saw the value in regenerating the Eastern Docklands. An initial plan to repurpose the area as a banking and financial center did not come to pass. Instead, a new plan, accepted by the city council in 1995, gave the 140-hectare (346-acre) islands both functional and aesthetic diversity.¹⁰⁹ The land was divided into smaller parcels, each planned by a different team and designed around anchors of buildings or public squares. The Oosterdokseiland (ODE), the western part of the Eastern Docklands just a five-minute walk from the Centraal Station, became a

cultural center. New buildings for the Amsterdam Public Library, Music Hall, and Amsterdam Conservatory anchored the site, while offices, hotels, restaurants, retail canters, and housing made it truly mixed use. Exceptional architecture certainly played a part in the success of ODE, but it was even more instrumental to the realization of the islands east of it - Java, KNSM, Sporenburg, and Borneo. These were slated for residential development, including affordable housing, and as such did not have the functional mix that would automatically produce diversity. That diversity came in the form, most notably on Java (planned by Amsterdam-based Sjoerd Soeters) and Sporenburg (planned by Rotterdam firm West 8), whose specific development plans allowed for more innovative design.¹¹⁰ These projects brought in multiple architects to give the sites the varied look that Amsterdam is prized for.



Case study: Former French Concession, Shanghai, China

The beauty of Shanghai's former French Concession is not a particularly French kind of beauty. Instead the area now contained in Shanghai's Xuhui and Huangpu districts calls to locals and visitors because of its beautifully eclectic mix: old lane houses and new apartment towers, wet markets and high-end restaurants, discount DVD stores and expensive boutiques. Certainly the historic planning of the area - with its pedestrian-scaled, sycamore-lined streets - helps to create its charm. But it is difficult to imagine that the relative sameness of its old days could match the liveliness of its current state. Its housing ranges from shikumen, to Art Deco apartment blocks, to foreign-influenced villas, to contemporary high-rises. Residents are a multicultural mix, people new to the city or life-long inhabitants. Its developments include the repurposed buildings of Xintiandi, Sinan Mansions, Tianzifang, and Bridge 8, as well as

new complexes along Huaihai Road. A significant number of Shanghai's creative parks and enterprises are located in this area.¹¹¹ Shopping options vary from the large stores on Huaihai Road to the small boutiques on Julu Road. Some of its streets define specific local characters. Maoming Road is home to the historic and still active Cathay Theater and Lyceum Theater as well as the new grand Shanghai Culture Square. Shaoxing Road, once Shanghai's publishing center, is now teeming with cafes, possibly for a new generation of authors. Fenyang Road is the site of the Shanghai Conservatory of Music and the many stores for musical instruments that accompany it. This diversity has developed over 150 years, with each user making his or her mark on what the area is today. Like a fine French wine, achieving beauty in the former French Concession has taken time.



CONCLUSION

The urban regeneration study produced by ULI Mainland China aims to offer several basic directions for bettering Shanghai. Strategic thinking should be used to create long-term value over short-term gain to ensure financial viability and sustainability. The success of a project should be evaluated long after its opening day. People need to be the focus of consideration in all decision making. Their specific numbers, their size, their likes and dislikes should influence planning, design, and execution. As such, community engagement throughout the entire process is important. A city's cultural heritage is its unique contribution to its identity. That heritage, be it physical or social, should be retained as the city grows. Creating networks of infrastructure is essential. Connecting a city's many systems makes it work. Land use should be optimized to make it most productive. Flexibility in zoning and legislation, directed to the particularities of a specific place, allows for its best use. Public space needs to be usable, engaging, vibrant, and accessible. Urban regeneration has to be a collaborative process. By involving the widest range of people, the interests of its users will be better served. The health and sustainability of every development - and every person affected by that development - should be central in its planning. Regeneration should be used as an opportunity to rethink the economy of an area. Functional, demographic, and aesthetic diversity should be promoted. Variety helps to insure the beauty of any project.

All of the principles discussed herein share the same greater directive: urban regeneration should better the physical, social, and economic fabric of society. A city is not its buildings but rather a collection of interlocked pieces - its culture, public space, infrastructure, government, natural resources, and more. When these pieces are managed well, integrated with fluidity, and encouraged to thrive, they better the quality of their inhabitants' lives. These lives, indeed, should always be the central consideration of urban regeneration.

Shanghai can and should be an exemplary model for urban regeneration throughout Asia and beyond. As the city continues to evolve, it should review its current assets and challenges, and from there envision where it wants to be years from now. By taking a considered view of its future and prioritizing the initiatives that will get it there, it endeavors to become the better city that offers better life to its residents.

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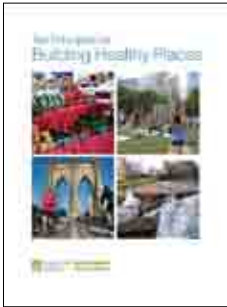


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